Security Operations Template
User Guide

Security Operations User Guide Contents

1. Security Operations Template User Guide

1.1 Introduction

1.1.1 Purpose

The Facility Support Contract/Base Operations Support (FSC/BOS) Template provides a common framework for Navy-wide performance-based contracts. NAVFAC and DoD policy is to obtain FSC services in a "performance-based" manner. This User Guide describes how to apply the Template to Security Operations services. The Template is to be used for fixed-price negotiated procurements using source selection procedures. Users are encouraged to tailor the application of this template to the unique circumstances of their individual acquisitions. There are a number of things to keep in mind during the tailoring process:

1. Read the General Information User Guide in addition to this User Guide.
2. Pay particular attention to the annotation <<Note to Spec Writer>>.
3. Delete, add, or modify as required, but avoid adding unnecessary "how to" requirements and management prescriptions.
4. When tailoring, be careful not to create conflicts or ambiguities.
5. Be sure ALL the individual elements of the acquisition are consistent and designed for the best overall outcome.

1.1.2 Scope of Security Operations

The Security Operations Template includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform security operations. Included are services such as entry control point, roving guard, pass and ID office, dispatching, traffic court, armorer, and training. The following services are not included in this Template:

- Law Enforcement is currently considered inherently Governmental
- Police Functions is currently considered inherently Governmental
- Military Working Dog (MWD) Program is currently considered inherently Governmental
- Harbor Security is included in the Template for Harbor Security

1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Security Operations sub-function aligns with the Navy's Installation Management Accounting Project (IMAP) Core Business Model (CBM) and Cost Account Codes (CACs).   For additional information on IMAP, see the General Information User Guide.

Annexes (Core Business Areas)
1 General Information
2 Management and Administration
3 Command & Staff (Command & Staff)
4 **Public Safety (Public Safety)**
5 Air Operations (Air Operations)
6 Port Operations (Port Operations)
7 Ordnance (Operations Support)
8 Range Support (Operations Support)
9 Health Care Support (Operations Support)
10 Supply (Operations Support)
11 Personnel Support (Personnel Support)
12 MWR (Personnel Support)
13 Galley (Personnel Support)
14 Housing (Housing)
15 Facility Support (Facility Support)
16 Utilities (Facility Support)
17 Base Support Vehicles & Equip (Facility Support)
18 Environmental (Environmental)

CBM Functions

0401	Force Protection
0402	Fire & Emergency Services
0403	Emergency Management
0404	Safety

CBM Sub-functions

0401010	Law Enforcement
0401020	Physical Sec Equipment
0401030	Physical Sec Mgmt/Planning
0401040	Antiterrorism
0401050	Harbor Security
0401060	Security Operations

IMAP CACs

- Security Operations Labor (6B10)
- Security Operations Travel & Training (6B41)
- Security Supplies (6B11)

Figure 1. Annex Alignment to IMAP

1.1.4 CAC Definition

Table 1 below shows a partial list of the IMAP 2004 Security Operations CAC definitions. Since CACs change periodically, refer to the IMAP website for the latest. The Security Operations Template may accommodate different cost models such as the Installation Process Model (IPM) used by the Marine Corps.

Title	CAC	Definition
Security Operations Labor	6B10	Includes Security Operations (military working dogs (Patrol Explosive/EDD), security operations, pass & ID, armory and trainers) labor only. Excludes those costs charged by Family Housing to CAC 6B60.
Security Operations Travel & Training	6B41	Includes Security Operations travel and training. Excludes those costs charged by Family Housing to CAC 6B60.
Security Operations Supplies	6B11	Includes material and supplies (and training material) used PRIMARILY in support of the Security Operations functions. Excludes those costs chargeable to Law Enforcement (6B21) and costs changed by Family Housing to CAC 6B60.

Table 1. IMAP CACs for Security Operations

1.1.5   Standard Numbering for Security Operations

Figure 2 below shows the standard numbering convention for Security Operations. Annex 04, Public Safety includes three first-tier sub-annexes:

Force Protection (0401)

Fire & Emergency Services (0402)

Emergency Management (0403)

Safety (0404)

First-tier sub-annex 0401, Force Protection contains six second-tier sub-annexes: Second-tier sub-annex 0401060 will always represent Security Operations in NAVFAC contracts and is referred to as Specification 0401060. Users are not authorized to edit the numbering convention.
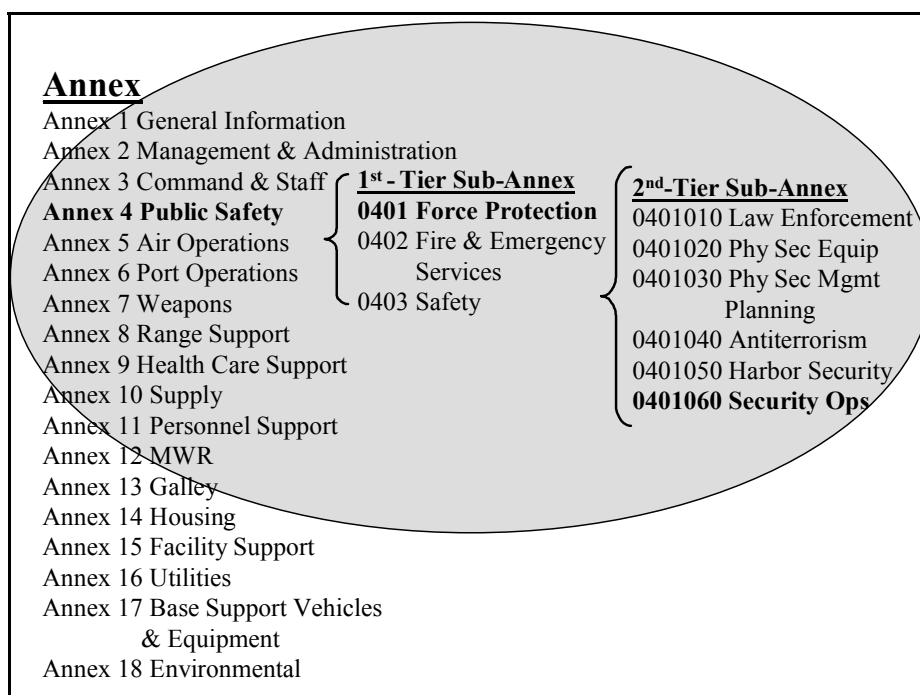
Annex
Annex 1 General Information
Annex 2 Management & Administration
Annex 3 Command & Staff
Annex 4 Public Safety
Annex 5 Air Operations
Annex 6 Port Operations
Annex 7 Weapons
Annex 8 Range Support
Annex 9 Health Care Support
Annex 10 Supply
Annex 11 Personnel Support
Annex 12 MWR
Annex 13 Galley
Annex 14 Housing
Annex 15 Facility Support
Annex 16 Utilities
Annex 17 Base Support Vehicles
        & Equipment
Annex 18 Environmental

1st - Tier Sub-Annex
0401 Force Protection
0402 Fire & Emergency
      Services
0403 Safety

2nd-Tier Sub-Annex
0401010 Law Enforcement
0401020 Phy Sec Equip
0401030 Phy Sec Mgmt
      Planning
0401040 Antiterrorism
0401050 Harbor Security
0401060 Security Ops

Figure 2. Standard Numbering Convention Example

The numbering convention for specification number xxyyzz0 is:

- The first 2 digits xx represent the annex number (varies from 01 to 18)
- The next 2 digits yy represent the first tier sub-annex number
- The next 2 digits zz represent the second tier sub-annex number
- The last digit is reserved for future use

1.2   Security Operations Template Elements

The Security Operations Template includes specifications and supporting documentation that _supplement_ all other required contract regulation, policy and procedure as shown in Table 2 below.

Section	Title	Description
C	Performance Work Statement	Section C contains technical specifications expressing expectations of the work to be performed stated as performance objectives, related information and measurable standards. Annexes 1 and 2 will be included in every solicitation. See General Information User Guide.
F	Deliveries or Performance	Section F contains a summary list of data deliverables/reports applicable to Security Operations.
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., historical data, inventory, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to Security Operations.
-	Functional Assessment Plan (FAP)	The Security Operations FAP provides suggested methods of assessment and sample sizes for accomplishing tiered performance assessment. For additional guidance see the General Information User Guide.

Table 2. Security Operations Template Elements

1.3   Using the Security Operations Template

The Template is intended to be tailored to meet client requirements for Security Operations services. Users should read and understand the entire User Guide before starting the tailoring process. Users must consider all relevant guidelines to ensure that all appropriate topics are addressed.

Throughout the Template you will find the annotation <<Note to Spec Writer>>. Text within these symbols provides additional information and/or advises the user to insert appropriate information such as installation name, dollar limits, and frequencies.

1.3.1   Defining Client Expectations

Pre-Planning Meetings and Analyses. The first step in the tailoring process is to determine the client's expectations in terms of specific performance objectives and standards. An initial review of inventory, area maps, and photos of existing conditions will provide a better understanding of client expectations. Care must be taken to ensure that the client realizes the tradeoff between contract cost and "service level" expectations. In general, it will cost more to get service levels that satisfy higher expectations. Concurrent with understanding client expectations, it is essential to conduct market surveys. This statutory requirement is intended to compare the client's desired outcomes against the technical, management and pricing alternatives available in the marketplace for satisfying the Government's requirements.

The next step is to determine whether the client's requirements are currently contracted, if they are a new requirement, or if they are a result of an outsourcing effort (e.g., OMB Circular A-76). Comparisons should be made with any existing acquisition strategy, in order to optimize requirements for the greatest overall good of all clients and geographic areas. Pre-planning meetings shall be held as necessary to develop a full understanding of all expectations.

The Chief of Naval Operations (CNO) Integrated Process Team (IPT) has developed standard service levels for several functional areas. Service levels will be used for resource programming and budgeting and may require the fund recipients to use the funded service levels in their solicitation. For further guidance see Section 1.3.3, *Service Levels*.

If a Client is not required to use service levels, the appropriate changes must be made to Sections C and J.

Comparison of Template WBS with Client Expectations. The next step is to evaluate site-specific requirements in conjunction with the existing Security Operations Work Breakdown Structure (WBS) for Section C. The WBS is the basis for communication throughout the acquisition process. A WBS defines an acquisition in product terms, and relates them in a tree diagram that displays the relationships of the products and services to each other and to the overarching performance outcomes.

Once the client's expectations are fully understood and the WBS has been tailored, the performance objectives and performance standards for firm fixed-price work may be reviewed and tailored to align with clients' expectations.

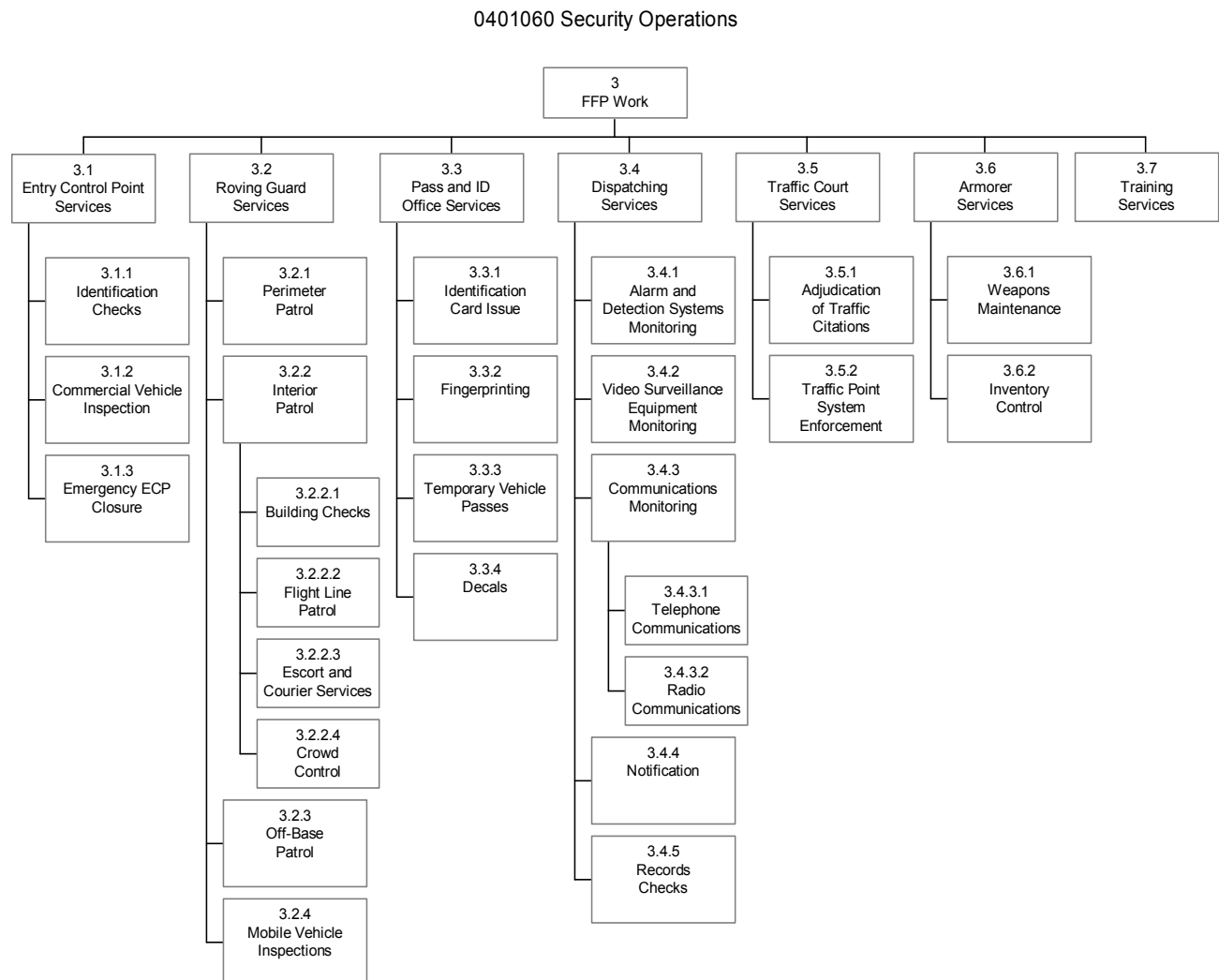Figure 3 below is the WBS for the Security Operations firm fixed-price work:

0401060 Security Operations

Figure 3. Security Operations WBS

Client requirements that are not included in the WBS should be added and those that do not apply should be removed. For example, assume client requirements have been identified and it has been determined that there is a need to alter the WBS to address the following unique requirements:

- Building Entry Security Check

- Beach Patrol

It has been determined that there is no requirement for training services.

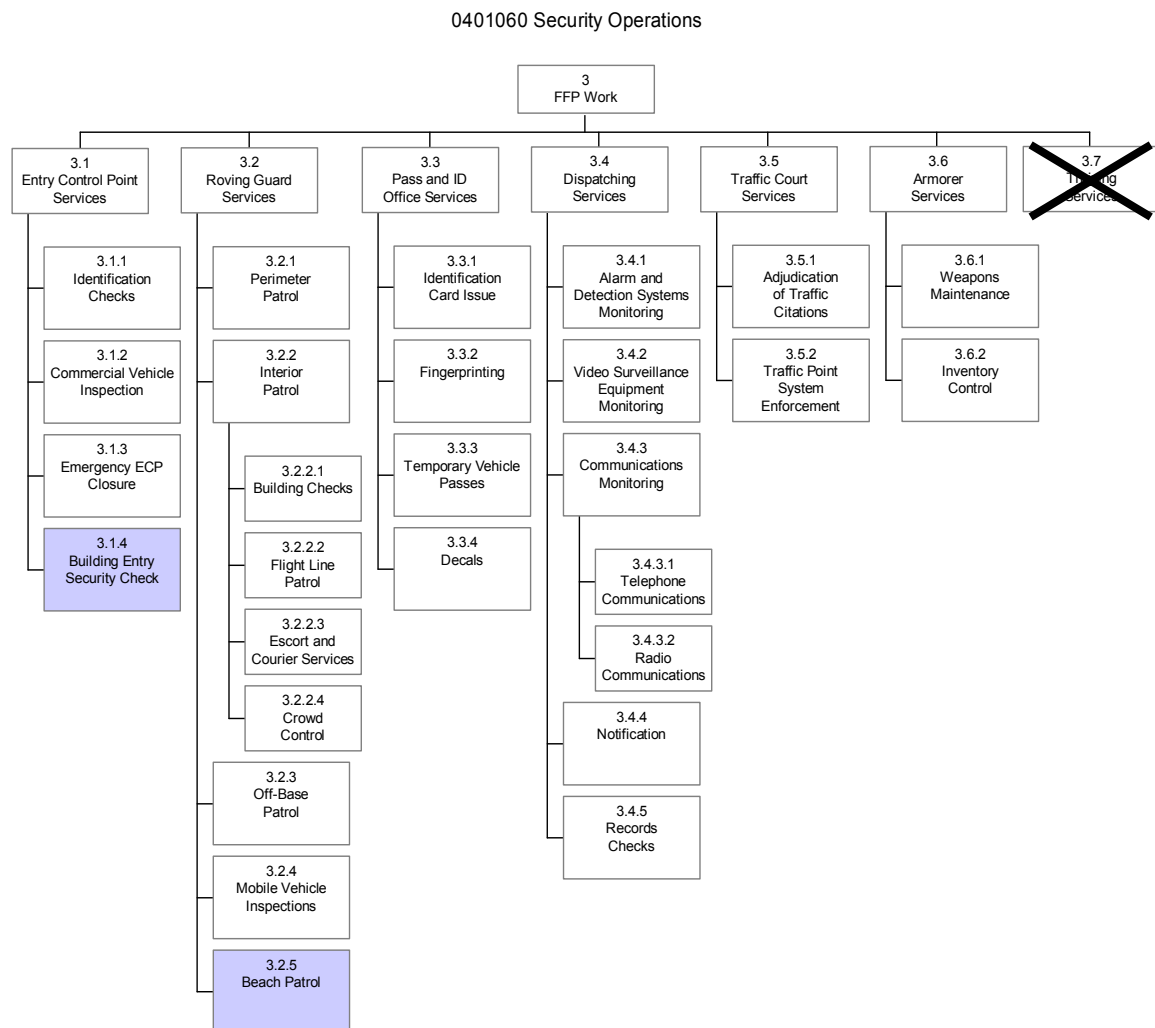The revised WBS could look like Figure 4 below.

Figure 4. WBS Tailoring Example

The building entry security check requirement falls under Entry Control Point Services; however, there is no WBS item to address it. Building entry security check has been added as WBS Item 3.1.4 under Entry Control Point Services.

Similarly, there is not a WBS item for beach patrol. Since the service aligns with Roving Guard Services, a new WBS numbers for Beach Patrol is 3.2.5.

Since there are no requirements for training services, item 3.7 could be removed from the tailored WBS.

1.3.2   Tabular Format

Section C is arranged in a tabular format that facilitates methodical arrangement of requirements, clear definition of expectations, and alignment of objectives with related information and measurable standards. The tabular format shown in Table 3 below provides a small extract of the Security Operations specification and includes five columns of required information: Spec Item, Title, Performance Objective, Related Information, and Performance Standard.

Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.2	Roving Guard Services	The Contractor shall provide roving guard services that monitor facilities to ensure security breaches and criminal or suspicious activities are detected and reported in a timely manner.	The Contractor shall comply with Roving Guard Post Orders listed in J-0401060-01 and with applicable SOPs listed in J-0401060-02. Guards shall take intervention measures as appropriate within limits of authority. <<Note to Spec Writer: Ensure that Post Orders include maps or drawings defining location of services for each applicable patrol area.>>	All observed security breaches and criminal or suspicious activities are reported to dispatch within the specified time. Security breaches not identified by the Contractor are minimal.
3.2.1	Perimeter Patrol	The Contractor shall monitor perimeters to ensure security breaches and criminal or suspicious activities are detected and reported in a timely manner.	The Contractor shall conduct perimeter patrol per Post Orders and SOPs.	Perimeters are checked as specified. All observed security breaches and criminal or suspicious activities are reported to dispatch within <<Note to Spec Writer: Insert response time, e.g., two minutes>> of discovery. Security breaches not identified by the Contractor shall not exceed <<Note to Spec Writer: Insert limitations, e.g., two occurrences per year>>.

Table 3. Tabular Format

Spec Items shown in Table 3 above provide examples of firm fixed-price requirements. However the tabular format for every Section C will actually address four distinct categories of work:

- **Spec Item 1** will always include general information unique to understanding the technical requirements of the spec. This item will not require pricing by the offeror.

- **Spec Item 2** will always include management and administrative requirements unique to the planning, execution, management and administration of the performance requirements of the specification. The cost of this item will be included the offeror's total contract price. Some management conditions are necessary to ensure successful performance, e.g., Government regular working hours and environmental protection, while others are excessive, e.g., requiring ISO 9000 with no equivalent and 10 minute service call response time.

- **Spec Item 3** will always include firm fixed-priced performance requirements. For example, in Table 3 above, items 3.2 and 3.2.1 for Security Operations are shown.

- **Spec Item 4** will always include IDIQ work requirements.

The Performance Objective is an end state that someone wants to achieve. Objectives are often expressed in terms of specific accomplishments by an organization, levels of service provided to customers, or improvements in performance of some activity when measured against an established baseline. A performance objective for Roving Guard Services would be the following statement: *The Contractor shall provide roving guard services that monitor facilities to ensure security breaches and criminal or suspicious activities are detected and reported in a timely manner.*

Related Information consists of information for the Contractor that is specific to a performance objective. Most tailoring occurs in the Related Information column. An example of related information for Roving Guard Services would be the following statement: *Guards shall take intervention measures as appropriate within limits of authority.*

Once the performance objectives and standards have been tailored to reflect client expectations, related information may be added to further clarify requirements. Information contained in this column does not merit routine Government assessment or is too costly to individually assess for the level of risk that they present. Table 4 below identifies four types of related information:

Type of Related Information	Description
Informational Notes	Informational notes is information that is not intended to constitute a material representation by the Government. Information notes will always be the last entry in the Related Information column. An example would be *INFORMATIONAL NOTES.Rendering salutes, though not required, are considered a show of respect for the officer rank..*
Clarifying Information	Clarifying information describes client expectations in a more detailed manner than the performance objective and performance standard alone. An example of clarifying information would be *Records contain information protected by the Privacy Act of 1974 and shall be handled appropriately.*
Constraining Information	Constraining information describes limitations to the work performed to meet the performance objective and performance standard. An example of constraining information would be *The use of deadly force is justified only under conditions of extreme necessity and then only as a last resort when all lesser means have failed or cannot be reasonably used, as set forth in DoD Directive 5210.56 and SECNAVINST 5500.29.*
Requirement Information	Requirement information further describes client requirements associated with each performance objective. Such requirements do not individually rise to a level that merits routine Government assessment against a separate performance standard. An example of requirement information would be *The Contractor shall employ random route selections to prevent predictability in accordance with the SOP.*

Table 4. Related Information

Performance Standards are targeted levels or ranges of performance for each characteristic that the Government monitors. At least one performance standard must exist for each performance objective. Achievement of a performance standard will either demonstrate directly that the Contractor has met the performance objective, or will enable the Government to infer with a high degree of confidence that the Contractor has met the contract performance objective. A performance standard for Roving Guard Services would be the following statement: *All observed security breaches and criminal or suspicious activities are reported to dispatch within the specified time.*

Performance objectives, related information, and performance standards clearly describe client expectations. The Security Operations WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.2) and more quantitative performance objectives and standards at lower levels (e.g., 3.2.2.1). This tiered approach allows Contractor performance evaluation at higher levels provided the Contractor can demonstrate adequate performance at that higher level. Only after the Contractor has failed to perform at the higher level would we normally need to evaluate Contractor performance at lower levels of the WBS. The WBS structure lends itself well to tiered performance assessment. For additional information on performance assessment refer to the Performance Assessment User Guide.

1.3.3   Service Levels (Capability Levels)

The IPTs have developed Required Operational Capabilities (ROCs) and Capability Levels (CLs) to reflect the different levels of service expectations. There are four ROC designations with ROC1 representing the highest level of mission capability and ROC4 the lowest. There are four CL designations with CL1 representing the highest level of service and CL4 the lowest.

For Security Operations, CL3 is the current funding baseline for all installations except ROC 1 installations, which could vary from CL1 to CL3. The installation manning authorization for security operations will reflect the designated ROC and CL. Contract requirements must be written within the constraints of the total manning authorization.

Security operations consist of watch standing positions that perform specific tasks per Post Orders, Standard Operating Procedures (SOPs), and local instructions during specified hours. The contract requirements must specify the number of labor hours for each post or an aggregate number of labor hours for like posts requiring same skill sets. Contract post labor hours plus any military and civilian post labor hours must be equal to the authorized manning. If the client specifies labor hours, the Spec Writer should ensure that the performance standards in Section C of this Template are aligned with required labor hours.

1.3.4   Section J Attachments

Sample Security Operations attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Security Operations attachments include jurisdiction geographic area descriptions, contractor standards of conduct, samples of post orders and standard operating procedures and are labeled J-0401060-attachment number (two-digit number from 01 to 99).

Sample Security Operations ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Security Operations firm fixed-price ELINs are structured to capture costs by IMAP CAC. The IDIQ ELIN structure includes the following columns: CAC, short description title, and full description of the work to be performed including completion times to facilitate the uploading of the IDIQ schedule into DoD EMALL. DoD EMALL is a web-based tool that allows clients to order pre-priced line items directly from the contractor using their Government purchase card.

The ELIN structure closely adheres to the guidance provided in NAVFAC Memorandum of 07 Mar 02, CONTRACT LINE ITEM RESTRUCTURING GUIDANCE.

1.3.5   Section L Questions

In a performance based contract, the Government identifies what it requires (i.e., performance objectives and performance standards) and offerors propose the "how to" methods for accomplishing these requirements. Section L contains a clause entitled CONTENT OF PROPOSALS in which offerors are required to explain their proposed performance methods and associated costs. To aid in evaluating and negotiating these proposals, it may be helpful to include in Section L specific questions for offerors to address.

Every effort should be made to minimize the number of questions. However, where information regarding the contractor's method for performing the work poses an unacceptable risk to the Government, a specific question should be asked. Sample questions are shown in Table 5 below.

Spec Item	Questions for Security Operations, Specification 0401060
2.5	If Contractor provided, how will you manage vehicles to ensure no interruption of security operations requirements?
2.12 2.13	What will you do to ensure employees adhere to standards and perform duties in a professional manner?
2.16	How will you ensure serviceability of firearms assigned to Contractor guard force personnel?
3	Explain how proposed staffing addresses non-productive time, e.g., comfort and meal breaks, shift changes.
3	Explain what procedures will be employed to allow for replacement of personnel, e.g., disciplinary action, sick leave, family emergency.

Table 5. Section L Questions for Security Operations

2. Conclusion

The use of the Security Operations Template will facilitate performance-based contracting, use of standard service levels, IMAP accounting, and tiered performance assessment. For Template documents, training and additional assistance using the Template, contact the local Engineering Field Division (EFD).

3.   Web References

Table 6 below provides helpful web references.

Title	URL	Description
OPNAVINST 4860.7	http://neds.nebt.daps.mil	Guidance on implementing CA program requirements
OMB Circular A-76 Supplemental Handbook	http://emissary.acq.osd.mil/inst/share.nsf	Guidance on implementing CA program requirements
IMAP website	https://ucso2.hq.navy.mil/IMAP/	Contains the latest IMAP Core Business Model
NAVFAC Acquisition	http://acq.navfac.navy.mil	NAVFAC Acquisition home page
Seven Steps to Performance Based Services Acquisition	http://oamweb.osec.doc.gov/pbsc/	Guidance for performance-based acquisition: Team Approach, Etc.
DoD PBSA Desk Guide	http://www.acq.osd.mil/ar/doc/pbsaguide010201.pdf	Department of Defense Performance-Based Services Acquisition Desk Guide.
OFPP Best Practices Guide	http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html	Office of Federal Procurement Policy best practices guide to implementing performance-based services contracting.
HHS KnowNet	http://knownet.hhs.gov/aboutKnowNet.htm	The Health and Human Services information repository of performance support.
USDA performance based service contracting	http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm	United States Department of Agriculture performance based contracting toolkit
NAVFAC Facility Support Contracts	http://www.navfac.navy.mil/pw/fsc/	FSC Product Line Plan initiatives and documentation.

Table 6. Web References